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ABSTRACT

This report summarizes for fiscal years 1992 and 1993 the adult education activities that were implemented throughout the state of Florida in response to and in support of the Florida Model Literacy Program Act of 1987 (Florida Adult Literacy Act). The report also summarizes activities initiated under "Blueprint 2000," a system of school improvement and educational accountability. Highlights include the following: (1) 195,220 adults participated in adult basic education (ABE) basic literacy classes in 1992-1993, exceeding the state goal by more than 3,000; (2) in Fiscal Year (FY) 1992, 436,832 adults were enrolled with local education agencies; (3) of the 183,776 students enrolled in the basic level of ABE during FY 1993, 37 percent completed the course, 34 percent continued their studies into the next fiscal year, and 29 percent left the program; (4) of the 173,291 students enrolled in high school completion or General Educational Development test preparation courses during FY 1993, 36 percent completed the course of study, 40 percent were continuing the course of study into the next fiscal year, and 24 percent left the program; (5) local agencies reported many accomplishments grouped under the seven components of the Florida Adult Literacy Plan; and (6) recommendations for future strategies include workplace literacy programs, aiding persons within the judicial system, and expanding family literacy programs. (KC)

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ACHIEVING ADULT LITERACY IN FLORIDA

FLORIDA ADULT LITERACY PLAN STATUS REPORT

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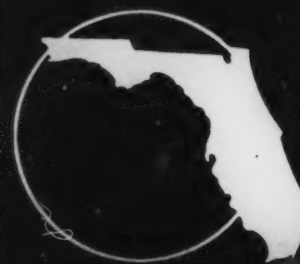
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Fiscal Years

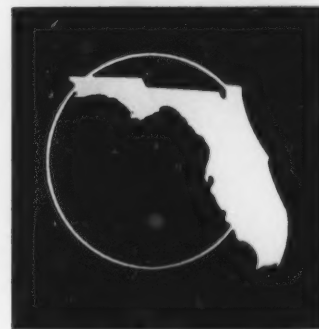
1992 and 1993

CE 075 304

ACHIEVING ADULT LITERACY IN FLORIDA

STATUS REPORT FOR FISCAL YEARS 1992 and 1993

FLORIDA ADULT LITERACY POLICY ACADEMY TEAM



Foreword

Change is happening. And I believe a more dramatic change is imminent. As the Blueprint 2000 initiative, which calls for all Floridians to be literate, begins to transform our education system, we can begin to envision a state where illiteracy is a problem of the past.

Excerpt from a speech delivered at the
ninth annual Florida Literacy Conference
in Jacksonville, January 26, 1994, by
Doug Jamerson, Commissioner of
Education

Comments by Commissioner of Education,
Doug Jamerson Foreword

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Achieving Adult Literacy in Florida

Status Report for Fiscal Years 1992 and 1993

BACKGROUND

This report summarizes for fiscal years 1992 and 1993 the adult education activities that were implemented throughout the state of Florida in response to and in support of the Florida Model Literacy Program Act of 1987, better known as the Florida Adult Literacy Act.

The Act committed the state to an organized, systematic, and coordinated approach to resolving the problem of adult illiteracy at both the state and the local levels. This effort has mobilized policy-makers, program managers, and staff members in state governmental agencies, local governmental agencies, school districts, community colleges, private organizations, professional groups, and volunteer organizations.

The legislation committed the state to targeting resources to assist adults lacking basic or functional literacy competencies in attaining the skills, knowledge, and experience needed to enhance their economic self-sufficiency.

The legislative intent expressed by the Act was to

- improve state-level institutional cooperation and coordination among governmental agencies and private, volunteer, and/or public-support agencies;
- eliminate fragmentation in the local delivery system for literacy services; and
- provide guidelines for public schools and community colleges serving as local education agencies for adult education to utilize in the development and implementation of local adult literacy plans.

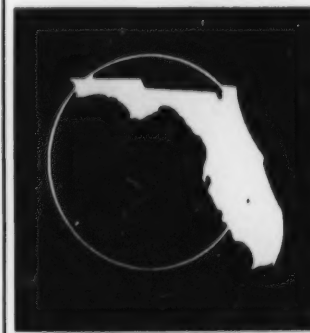
In addition, this report presents a summary of the activities initiated under *Blueprint 2000*. Florida's legislature responded to the National Education Goals, adopted by the nation's governors and the president in 1989, and to the U.S. Secretary of Labor's SCANS (Secretary's Commission on Achieving Necessary Skills) Report, released in 1991, by passing legislation in the spring of that year establishing the Florida Commission on Education Reform and Accountability and *Blueprint 2000*, a system of school improvement and education accountability. *Blueprint 2000* Goal 7 directly addresses adult literacy: "Adult Floridians are literate and have the knowledge and skills needed to compete in a global economy and exercise the rights and responsibilities of citizenship."

This legislative effort substantially expanded Florida's commitment to adult literacy. Responsibility for academic excellence was returned to schools, teachers, parents, and students—those closest to the instructional program. All schools, not merely adult education centers, are required to address adult literacy in needs-assessment activities.

The Florida Adult Literacy Act

Legislative Intent

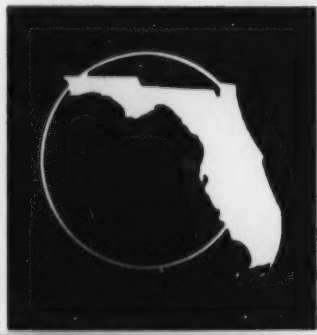
Blueprint 2000



Activities Initiated under the Florida Adult Literacy Act

The Florida Adult Literacy Policy Academy Team

Policy Objective



Preliminary activities in support of the 1987 Florida Adult Literacy Act included the following:

- the establishment and operation of the Florida Adult Literacy Policy Academy Team to develop guidelines and procedures for use by the Florida Department of Education, school districts, and community colleges in implementing the provisions of the Act
- the development and dissemination of the *Florida Adult Literacy Plan*, which included clearly defined performance objectives
- the development and review of local literacy plans and subsequent reports
- the implementation and/or expansion of local adult literacy development activities

The Florida Adult Literacy Policy Academy Team, which developed the *Florida Adult Literacy Plan*, represents local education agencies, private business, and state agencies, including the following:

- Governor's Office
- Correctional Education School Authority
- Department of Education
- Department of Health and Rehabilitative Services
- Department of Labor and Employment Services
- Department of State, Division of Library and Information Services

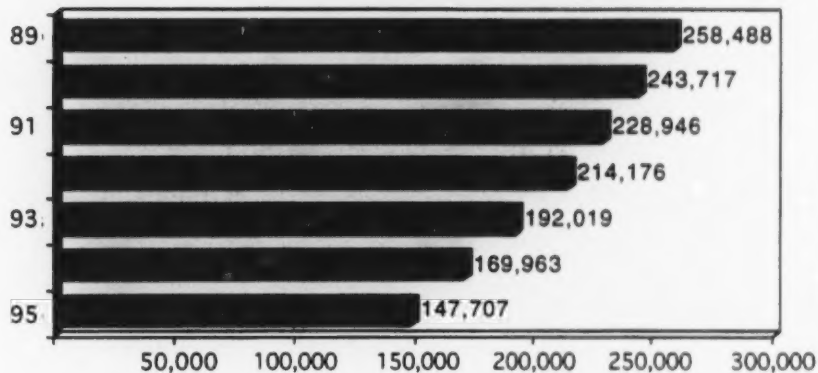
The *Florida Adult Literacy Plan*, the blueprint for implementing the Florida Adult Literacy Act, established a specific policy objective to guide local adult education activities:

Florida will reduce the adult population lacking basic literacy skills (defined as below the sixth-grade level, grades 0 through 5.9) and functional literacy skills (defined as below the ninth-grade level, 6.0 through 8.9), or competencies related to prose, document, and quantitative literacy skills.

Agency Functional Plan, 239.305 (4), F.S.

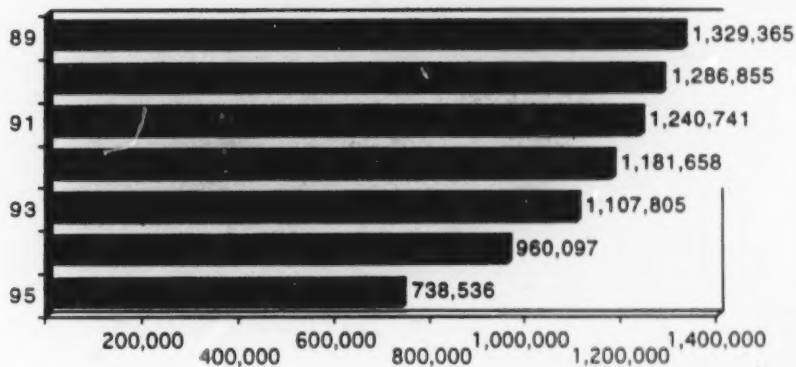
Figures 1 and 2 present Florida's service goals for reducing basic and functional illiteracy by 1995.

Figure 1. Service Goals* for Basic Illiteracy Reduction
Adult Population, 1989-1995
Grade Levels 0 to 5.9



Source: Florida Adult Literacy Plan
*Based on 1980 Census

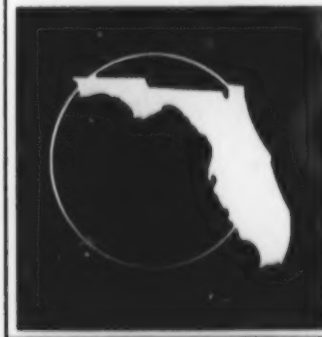
Figure 2. Service Goals* for Functional Illiteracy Reduction
Adult Population, 1988-1995
Grade Levels 6.0 to 8.9



Source: Florida Adult Literacy Plan
*Based on 1980 Census

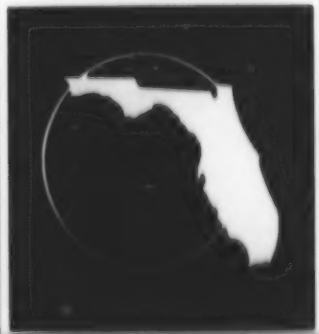
Service Goals: Basic Literacy

Service Goals: Functional Literacy



State and Local Literacy Plan Components

Blueprint 2000 Activities



The *Florida Adult Literacy Plan*, developed in 1988 and amended in 1991, was designed to provide a guide for state and local action plans. In addressing the following seven components required by the Florida Adult Literacy Act, agencies ensure that their action plans are comprehensive and focused on the desired outcomes:

1. *utilization and training of volunteer instructors* as part of an adult literacy volunteer program
2. *interagency and intra-agency cooperation* and coordination through meaningful local working agreements
3. *coordination of adult literacy efforts* with public libraries and other local sponsors of adult and family literacy programs
4. *increased feasibility of a progression toward individualized instruction* by reducing class size
5. *program-evaluation* criteria and procedures
6. *identification, recruitment, and retention* of adults lacking basic and functional literacy skills or competencies related to prose, document, and quantitative literacy skills
7. *implementation of intergenerational and workplace* adult literacy programs to assist parents in the development of skills required to positively affect their children's education and to improve their potential to gain, maintain, or improve employment opportunities

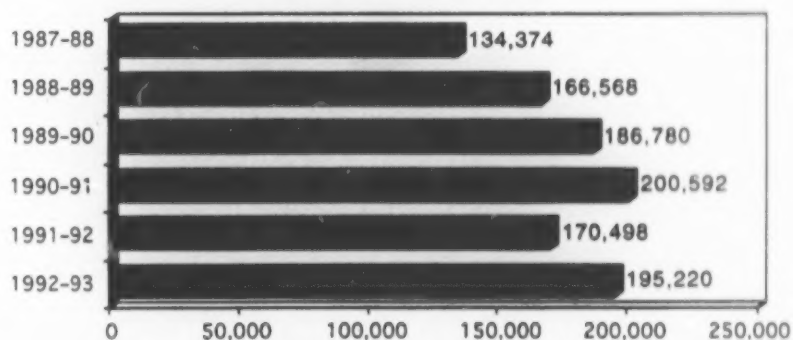
The following activities were initiated during Fiscal Year 1991–92 and Fiscal Year 1992–93 to implement *Blueprint 2000*, the school improvement and education accountability legislation.

1. The Florida Commission on Education Reform and Accountability was appointed. It conducted at least 10 public hearings before November 1, 1991.
2. Schools conducted initial needs assessments and submitted needs-response plans to the commission. DOE provided technical assistance (November 1, 1991).
3. The accountability commission submitted a summary of needs responses to the legislature (January 1, 1992).
4. Districts planned to plan (August 1991 to June 30, 1992).
5. School advisory councils were appointed by the end of the 1991–1992 school year.
6. Councils and school personnel were identified, and training was initiated (1991–92).
7. Performance standards for school improvement and accountability were adopted by the State Board of Education in accordance with the accountability commission's recommendations (September 16, 1992).
8. The accountability commission reported annually, beginning October 1, 1992.
9. The commissioner published "status of education" reports (fall 1992 and 1993).

OUTCOMES THROUGH THE IMPLEMENTATION OF LOCAL ADULT LITERACY PLANS

Full implementation of local adult literacy plans by school districts and community colleges designated as local education agencies for adult education began during the 1989-90 academic year. Figures 3-5 represent a "baseline" perspective of participation in adult literacy activities throughout the state from FY 1988 through FY 1993. Note that the participation of 195,220 adults during FY 1992-93 (see Figure 3) exceeded the state goal of 192,019 participants for the year.

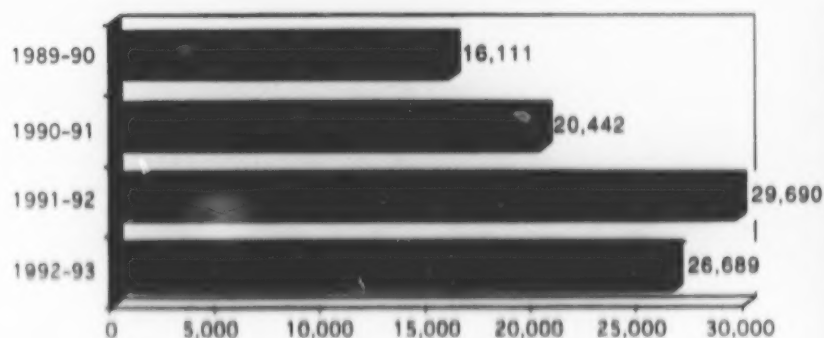
Figure 3. Participation for Basic Illiteracy Reduction*
Adult Population, Fiscal Years 1988-1993
Grade Levels 0 to 5.9



Source: *Adult Education Annual Report*

*Excludes volunteer programs prior to 1990-91; includes volunteer programs since 1990-91.

**Figure 4. Participation of Adult Basic Literacy
Students in Volunteer Programs**
Fiscal Years 1990-1993



**Participation:
Basic Illiteracy
Reduction**

**Participation:
Volunteer Programs**



Participation: Functional Illiteracy Reduction

1992 Outcomes

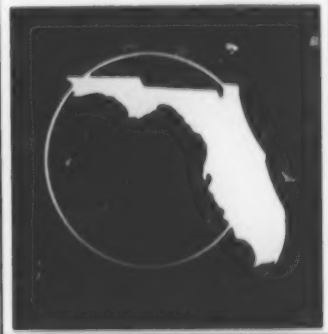
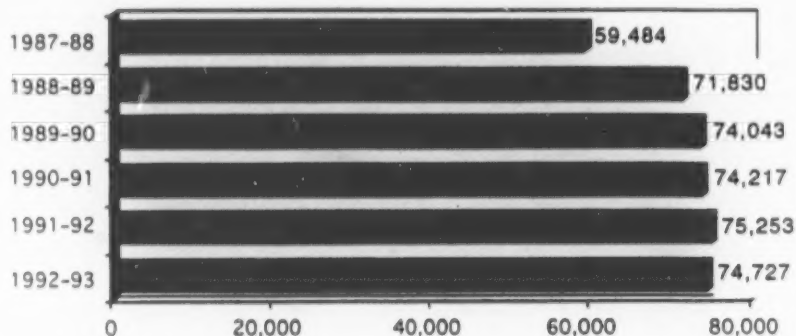


Figure 5. Participation for Functional Illiteracy Reduction*
Adult Population, Fiscal Years 1988–1993
Grade Levels 6.0 to 8.9

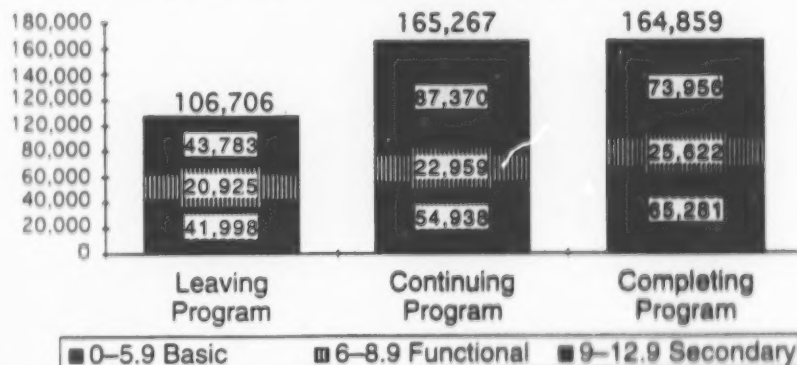


Source: *Adult Education Annual Report*

* Excludes volunteer programs prior to 1990-91; includes volunteer programs since 1990-91.

In FY 1992, 436,832 adults were enrolled with local education agencies. Figure 6 presents a breakdown of outcomes in terms of the number leaving the programs, the number continuing in programs, and the number completing programs for each of three categories: basic literacy, functional literacy, and secondary programs.

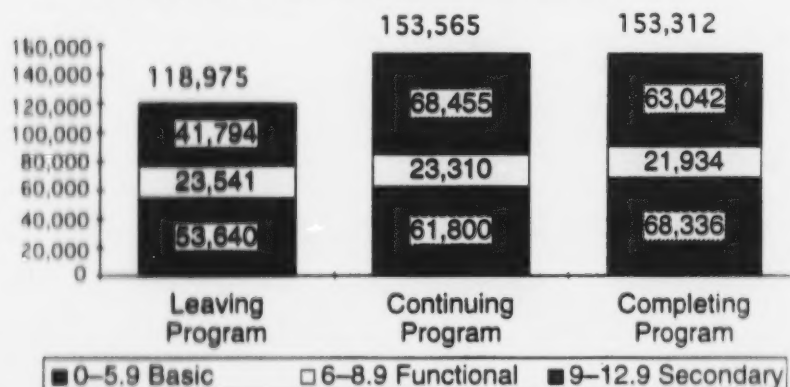
Figure 6. Outcomes of Participation
Fiscal Year 1992—436,832 Enrolled with LEAs



Many reasons are given by adult students for leaving programs. Among the reasons documented upon student exit are the following: (1) a job opportunity, (2) a geographical move, (3) health problems, (4) childcare problems, (5) family problems, (6) lack of interest, and (7) change of schedule (time is not convenient).

Figure 7 presents the outcomes of participation for FY 1993. The drop in the total number of participants during FY 1993, as compared with FY 1991 and 1992, can be attributed largely to the residual effects of Hurricane Andrew.

Figure 7. Outcomes of Participation
Fiscal Year 1993—425,852 Enrolled with LEAs



Source: Adult Education Annual Reports

- Of the 183,776 students enrolled in the basic level of adult basic education during FY 1993, 37 percent completed the course of study, 34 percent continued their studies into the new fiscal year, and 29 percent left the program before completing it.
- Of the 68,785 students enrolled in the functional level of adult basic education during FY 1993, 32 percent completed the course of study, 34 percent were continuing the course of study into the new fiscal year, and 34 percent left the program before completing it.
- Of the 173,291 students enrolled in the adult secondary education courses (either high-school completion or GED preparation) during FY 1993, 36 percent, or 63,042 students, completed the course of study; 40 percent were continuing the course of study into the new fiscal year; and 24 percent left the program for various reasons.
- Of the 425,852 students enrolled in adult general education programs during FY 1993, 36 percent completed the level for which they had enrolled, 36 percent continued their studies at the same level into the new fiscal year, and 28 percent left the course of study before completing it.

1993 Outcomes



SELECTED ACCOMPLISHMENTS OF LOCAL AGENCIES

Significant local accomplishments have resulted from the implementation of the *Florida Adult Literacy Plan*. Through the linking, coordinating, and maximizing of local resources, real progress has been made in meeting the literacy needs of Florida's communities. Results may be best understood when presented statistically for each of the Plan's seven components:

Component 1

Component 1: Volunteer Instruction

- Fifty-five agencies reported linkages for volunteer services.
- A total of 10,457 volunteers provided instructional services for adult literacy students in 1993; 9,902 volunteers provided services in 1992. (See Figure 8.)
- A total of 27,692 hours of training were provided for volunteer adult literacy instructors in 1992 and 24,773 hours in 1993. (See Figure 9.)

**Figure 8.
Volunteers Providing
Services**

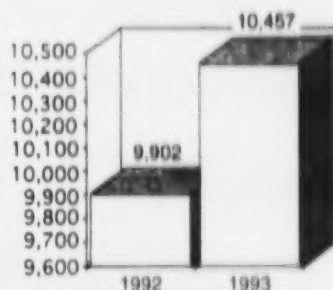
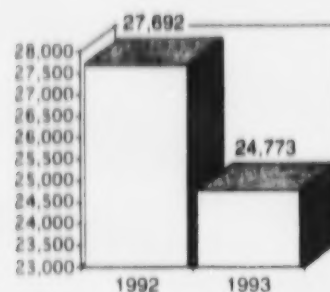


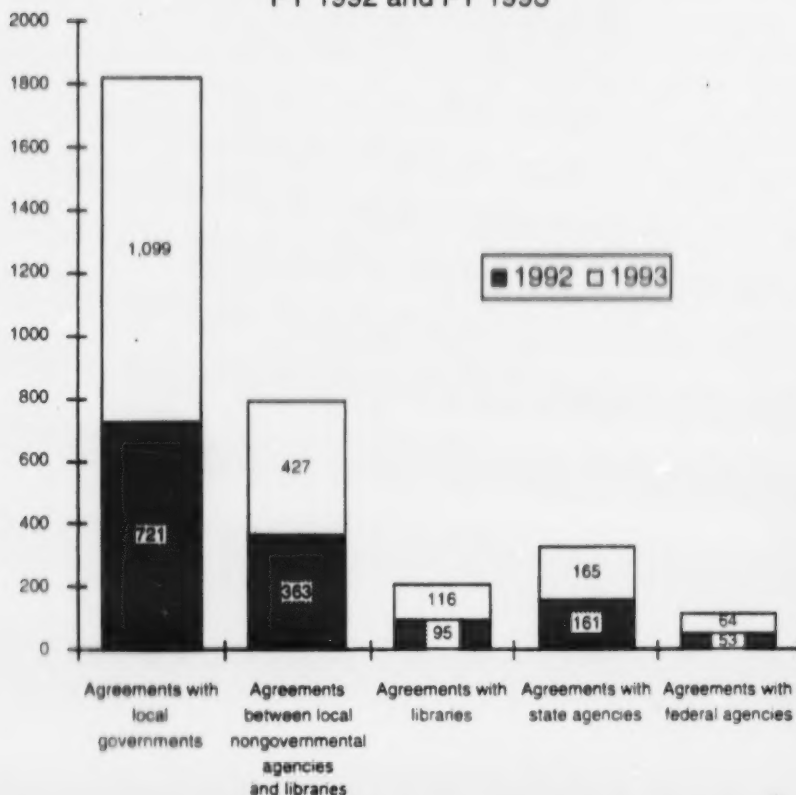
**Figure 9.
Hours of Training for
Volunteers**



Component 2: Local Working Agreements

- A total of 1,099 agreements were developed with local governmental agencies for the delivery of adult literacy services in 1993, an increase of 378 over the number reported for 1992. (See Figure 10 for this and the following items.)
- A total of 427 adult literacy service agreements were developed between local nongovernmental agencies and libraries in 1993, an increase of 64 over the number reported for 1992.
- A total of 116 agreements with libraries were formed for the delivery of adult literacy services in 1993, an increase of 21 over the number reported for 1992.
- A total of 165 agreements were formed with state agencies for the delivery of adult literacy services in 1993, an increase of 4 over the number reported for 1992.
- A total of 64 agreements were developed with federal agencies in 1993, an increase of 11 over 1992.

Figure 10. Local Working Agreements
FY 1992 and FY 1993



Component 2



Component 3

Component 3: Coordination of Local Efforts

- A total of 512 local agencies participated in locally coordinated adult literacy programs in 1993, an increase of 36 over the 476 reported in 1992. (See Figure 11.)
- A total of 345 local agencies and 167 libraries coordinated adult literacy services in 1993, as compared with 330 agencies and 146 libraries in 1992. (See Figure 12.)
- In 1992, 125 religious organizations participated in the coordinated delivery of adult literacy services; this number decreased to 108 in 1993. (See Figure 13.)

Figure 11. Locally Coordinated Programs

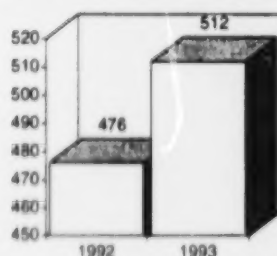


Figure 12. Coordination of Services

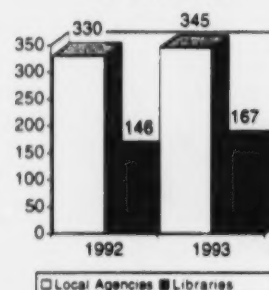
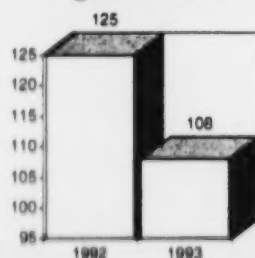
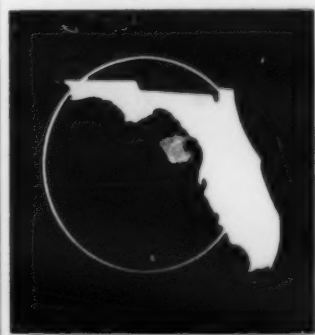


Figure 13. Religious Organizations



Component 4



Component 4: Individualized Instruction

- Class size remained at a range of 22 to 30 in district schools.
- Class size remained in a constant range from 25 to 30 in community colleges.
- Volunteer tutoring remained a one-to-one activity.
- Group tutoring remained at a 1 to 5 ratio.

Component 5: Program Evaluation

- A total of 70 agencies with approved adult literacy plans submitted annual performance reports to the Department of Education.
- Annual literacy plan reports provided the data referenced in each of the seven components described in this section.
- Compliance and performance on-site reviews are conducted annually so that every five years all local education agencies have been evaluated.

Component 6: Recruitment of Adults

- A total of 48,041 adults were referred for adult literacy services in 1993, as compared with 60,040 in 1992.
- A total of 45,389 of the referred adults enrolled in local adult literacy programs in 1993, as compared with 50,985 in 1992.

Component 7: Intergenerational and Workforce Literacy

- A total of 55 counties provided parent education and/or family literacy activities, which included workshops, classes, dissemination of materials, and development of guidebooks and resource materials.
- An interagency Family Literacy Kick-Off Day was held February 26, 1992. This multiagency awareness event was followed by monthlong special family literacy events and then culminated with the designation of 1993 as the "Year of the Family."
- The first workforce education video, *Bottomline Business Strategies*, was produced and disseminated in 1993.

Component 5

Component 6

Component 7



SELECTED ACCOMPLISHMENTS OF STATE AGENCIES

The following state agencies reported major accomplishments in the area of literacy education.

Governor's Office

Governor's Office

- The Governor's Office granted responsibility for the administration of the Florida Adult Literacy Resource Center to the Department of Education.

CESA

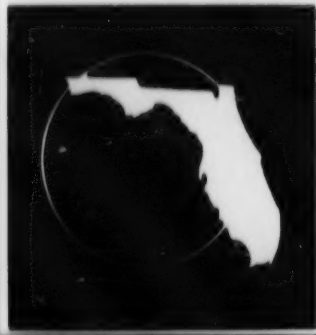
Correctional Education School Authority

- CESA developed a wraparound service that includes a supervisor, counselor, and three or four academic/vocational counselors at various special-education sites.
- A Mandatory Literacy Program (150 hours of literacy services for offenders who lack literacy skills) was made available at 19 of the 45 correctional sites.
- A full-time literacy coordinator was hired to coordinate citizen volunteers by the Department of Corrections.

DOE

Department of Education

- *Blueprint 2000*, with the inclusion of Goal 7: Adult Literacy, has assisted in the coordination of literacy services throughout the state. School-improvement councils, needs-assessment practices, training, the implementation of Key Data Elements, and a drive for continuous improvement have resulted in a tremendous move to integrate literacy at all levels into the public school system.
- The Florida Adult Literacy Resource Center was established to facilitate coordination among existing programs, enhance program capabilities, and link programs with state-of-the-art knowledge and practices acquired from local, state, and national resources.
- Indicators of Program Quality for Adult Education were approved for the State of Florida Plan for Adult Education. Standards and measures are in the developmental stage.
- State Legalization Impact Assistance Grants (SLIAG Program) provided reimbursements to local education agencies and community-based organizations for costs incurred while providing educa-



tional services to eligible adult legalized aliens. Through a contractual agreement with the Florida Department of Health and Rehabilitative Services, a total reimbursement of \$3,923,528.28 for federal FY 1992 had been provided to agencies as of December 31, 1993.

- The new Florida Adult Homeless Basic Skills and Literacy Training Project provided instructional services to 3,180 homeless adults for program year 1992-93. The program provides support services such as transportation and child care as part of a comprehensive homeless-services strategy.
- Under the Zollie Maynard, Sr., Education for Disabled Adults Act, 46 plans have been approved to provide educational programs to increase disabled adults' daily living skills, academic skills, and economic independence.

Department of Labor and Employment Security

DLES

- Project Independence (PI), Florida's welfare-to-work program for public-assistance recipients, has continued to collaborate closely with both local and state adult educators, literacy volunteers, and advocates to reduce illiteracy and assist our citizens in becoming a vital part of their communities and Florida's workforce. Close working relationships and a mutual commitment with local literacy providers help PI staff provide effective case management to welfare mothers striving to overcome their educational deficiencies. Statewide, millions of dollars of enhanced educational services have been provided to PI participants through jointly funded contracts with school boards and public community colleges. These schools have contributed the state match required to draw down federal funds through PI. (Effective July 1992, the operation of PI was transferred from the Department of Health and Rehabilitative Services [HRS] to the Department of Labor and Employment Security [LES].)



Department of State, Division of Library and
Information Services

- Through direct participation in a national, U.S. Department of Education project, *Evaluating Library Programs and Services: TELL IT! A Framework for Planning and Evaluation*, the Florida Department of State, Division of Library and Information Services, will be able to help libraries in Florida to better plan, implement, and evaluate local literacy programs and services. The Evaluating Library Programs and Services project was established with the overall purpose of developing and tailoring an evaluation model to help libraries access the quality and adequacy of their services and programs. Using the train-the-trainers approach, the project will develop programs and training to enhance evaluation efforts and skills in libraries.
- Special library-based literacy projects in public, correctional, and HRS mental-health libraries were funded and monitored.
- Cooperation through formal and informal agreements with other applicable local literacy groups was encouraged of all library literacy programs, particularly those funded under the Department of State.
- Continual marketing of literacy issues, trends, funding resources, programming ideas, and CE opportunities occurred in the Department/Division's bimonthly *Orange Seed Technical Bulletin*, mailed to over 1,400 locations.
- Through financial support and/or technical assistance from the Department, public libraries in 34, or 51 percent, of Florida counties participated in instructional programs that tutor adults in basic literacy, English for speakers of other languages, and/or computer-assisted instruction.
- Collections of print and audiovisual materials addressing various literacy-related issues were added to the State Library collection to support literacy awareness, promotional and marketing activities, student/tutor recruitment, training, assessment/testing, evaluation, fundraising, learning styles and learning disabilities, continuing education, and program management. The materials were circulated to libraries statewide for use by local residents.



Florida Adult Literacy Policy
Academy Team: ISSUES and
CHALLENGES, FY 1992 and FY 1993

Issues/Challenges

- 1 The evaluation of the impact of literacy volunteers to reduce illiteracy
- 2 The correlation of assessments of student progress via FTE-based and non-FTE-based programs
- 3 Education functional-level indicators used to assess student progress; keeping indicators consistent in order to utilize the *Adult Education Annual Report* and the Automated Data System (FIRN)
- 4 Departure from the grade-level approach of defining literacy and measuring literacy progress
- 5 Development of more accurate performance measures and standards in the delivery of literacy services that focus on a broad range of program standards

Status

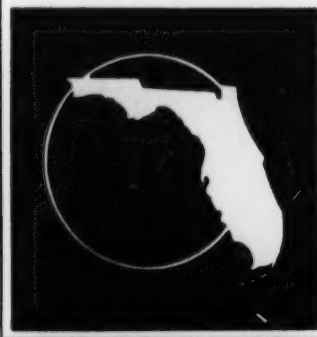
Ongoing—An evaluation of the impact of literacy volunteers is reflected in this status report.

Ongoing—The correlation of assessments of student progress in programs administered by local education agencies and volunteer literacy organizations continues as various instruments and methodologies are analyzed and alternatives are developed.

Ongoing—Education functional levels are being changed to reflect the change in the federal definition. Other changes will be recommended as needed.

Ongoing—The State of Florida is determining the benefits of defining and measuring literacy from a competency-based perspective rather than solely from a grade-level progression (i.e., prose, document, and quantitative competencies).

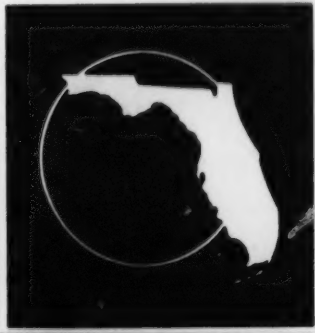
Ongoing—The Department of Education has developed Indicators of Quality to ensure a uniform focus on quality literacy programming. Measures and standards are being developed to provide additional guidance and detail as this focus is addressed.



Issues/Challenges

Status

- | | |
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| <p>6 The need for adult educators to be actively involved in the development of the student-assessment system for Goal 3, Student Performance, <i>Blueprint 2000</i></p> <p>7 The need to train local providers on the impact of accountability and <i>Blueprint 2000</i></p> <p>8 The need for a method of sharing assessment data with and among agencies</p> <p>9 The loss of the adult literacy centers, resulting in a greatly reduced ability to impact literacy efforts statewide</p> <p>10 The review and reevaluation of the process to update the <i>Adult Literacy Plan</i> in light of <i>Blueprint 2000</i> data gathering and federal reporting requirements</p> | <p>Ongoing—An independent assessment team has been designated by the School Improvement and Accountability Commission.</p> <p>Ongoing—The Bureau of Adult and Community Education has funded training projects to clarify the local provider's role in school improvement and accountability; in addition, special sessions at conferences and direct mailings have been used to provide information.</p> <p>Ongoing—This project is in the research stage; however, team members are now able to access and share some data via FIRN.</p> <p>Ongoing—The loss of the adult literacy centers had a significant impact, which can be demonstrated by the decrease of referrals and enrollments noted in this report. Further support for reinstatement of this appropriation is needed.</p> <p>Ongoing—The review is currently taking place.</p> |
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Florida Adult Literacy Policy Academy Team: STRATEGIES AND GOALS

Blueprint 2000: A System of School Improvement and Accountability, as the educational policy of the State of Florida, established high standards for schools and students by focusing on seven goals. **Goal 7** addresses adult literacy directly: *Adult Floridians are literate and have the knowledge and skills needed to compete in a global economy and exercise the rights and responsibilities of citizenship.* **Blueprint 2000** also impacts adult educators through **Goal 1**: *Communities and schools collaborate to prepare children and families for children's success in school* and **Goal 2**: *Students graduate and are prepared to enter the workforce and postsecondary education.* As state policy, these goals and the documented needs of the citizenry of the state of Florida guide the Team in the development of strategies and goals to improve the quality of life for all Floridians.

The following figures indicate the tremendous need for literacy activities designed for adults.

- By the year 2000, approximately 25 percent of all new jobs will fall into low-skill categories; in comparison, approximately 40 percent of the jobs today fall into those categories.
- Over 2 million Floridians age 16 and over cannot read at the ninth-grade level.
- A large percentage of high-school dropouts are unemployed and rely on welfare for "survival"; over 60 percent of the current prison population are high-school dropouts.

The Florida Adult Literacy Policy Academy Team will implement the following strategies to address Florida's adult literacy needs:

- The Team will strongly support **workplace literacy** activities, legislation, methodology, and the dissemination of exemplary curriculum and practices.
- The Team will seek the expansion of programs designed to aid persons within the **judicial system**. Model programs such as the Probationers' Educational Growth (PEG) program and other literacy programs will be evaluated for success.
- The Team will actively support the expansion of **family literacy programs**. The Department of Education's family literacy campaign will be monitored for success.

Goals

Future Strategies

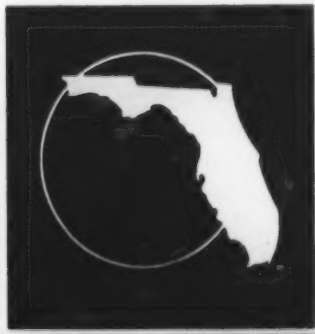


Performance Goals

Restructuring Goals

The team has established the following goals in an effort to advance literacy levels throughout the state.

- Recommend state adoption of assessment systems that accurately measure functional literacy levels.
- Increase by 10 percent the number of adults receiving a high-school diploma or its equivalent.
- Recommend revisions, if appropriate, to the Adult Literacy Plan requirements in accordance with the impact of *Blueprint 2000*.
- Recommend an increased use of technology in adult literacy programs (administration and instruction).
- Expand the development of local literacy plans to include the involvement of all public and private organizations engaged in adult literacy service.
- Request legislative support for adult literacy centers and reevaluate the centers' impact on literacy initiatives on an annual basis.
- Facilitate efforts of local education agencies to develop a comprehensive needs-assessment and marketing plan to support adult literacy service.
- Establish additional procedures for developing baseline data to support the collection and reporting of measurable performance and compliance data from all sources.



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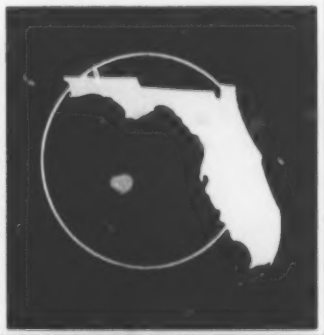
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